

BORDER 2012:

U.S.-MEXICO ENVIRONMENTAL PROGRAM

September 23, 2002

EPA-160-D-02-001



The United States Environmental Protection Agency (EPA) and Secretariat of Environment and Natural Resources (SEMARNAT), in close cooperation with other federal authorities, the 10 border states in the United States and Mexico and participating U.S. border tribes, are pleased to provide the public and other stakeholders with a draft proposal for the new Border 2012 Program. The mission of this proposed program is to protect public health and the environment for the next 10 years in the U.S.-Mexico border region.

This document describes the preliminary outline of the program. During the fall of 2002, many public meetings will be held in the border cities of the United States and Mexico to solicit comments on this proposal. These meetings will give people the opportunity to learn more about the program, to ask questions and to express their points of view. The comments and proposals obtained in these meetings will help to inform regional decision-makers and will shape the final version of the program. The final program description will be published in January, 2003.

The period during which EPA and SEMARNAT are accepting comments from the public begins on September 23rd and ends on November 22nd, 2002.

Interested parties may view this document in English and Spanish and obtain detailed information on the public involvement process at the EPA (<http://www.epa.gov/usmexicoborder>) and SEMARNAT (<http://www.semarnat.gob.mx>) web pages.

We look forward to your involvement and deeply appreciate your interest in protecting public health and the environment in the border region.

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MISSION STATEMENT

As a partnership among federal, state, local, and U.S. tribal governments, the mission of the Border 2012 Program is:

To protect public health and the environment in the U.S.-Mexico border region, consistent with the principles of sustainable development.

Big Bend National Park, Texas

*Natural Protected Area
Mederas del Carmen, Coahuila*

BORDER 2012 GUIDING PRINCIPLES

The following Guiding Principles are designed to support the mission statement, ensure consistency among all aspects of Border 2012, and continue successful elements of previous border programs.

- ✿ Reduce the highest public health risks, and preserve and restore the natural environment.
- ✿ Adopt a bottom-up approach for setting priorities and making decisions through partnerships with state, local and U.S. tribal governments.
- ✿ Address disproportionate environmental impacts in border communities.
- ✿ Improve stakeholder participation and ensure broad-based representation from the environmental, public health, and other relevant sectors.
- ✿ Foster transparency, public participation, and open dialogue through provision of accessible, accurate, and timely information.
- ✿ Strengthen capacity of local community residents and other stakeholders to manage environmental and environmentally-related public health issues.
- ✿ The United States recognizes that U.S. tribes are separate sovereign governments, and that equity issues impacting tribal governments must be addressed in the United States on a government-to-government basis.
- ✿ Mexico recognizes the historical debt it has with its indigenous communities; therefore, appropriate measures will be considered to address their specific concerns, as well as to protect and preserve their cultural integrity within the broader environmental purposes of this program.
- ✿ Achieve concrete, measurable results while maintaining a long-term vision.
- ✿ Measure program progress through development of environmental and public health-based indicators.

I. Overview

Border 2012, a new program for addressing significant environmental and environmentally related health problems in the U.S.-Mexico border region, is now available for public review and comment. Border 2012 builds upon past binational programs and on comments received from numerous stakeholders to promote environmental improvements.

The U.S.-Mexico border region is one of the most dynamic in the world. It extends more than 3,100 kilometers (2,000 miles) from the Gulf of Mexico to the Pacific Ocean, and 100 kilometers (62.5 miles) on each side on the international border. It includes large deserts, numerous mountain ranges, shared rivers, wetlands, large estuaries, and aquifers. The region has various climates, a remarkable biological diversity including many rare and native species, and national parks and protected areas.

Over the last 20 years, population has grown rapidly in the border region to more than 11.8 million people. This figure is expected to reach 19.4 million by 2020. *SEE BACKGROUND, PAGE 10.*

The border region contains many social, economic, and political contrasts, while its people share natural resources like water and air. Ninety percent of the population reside in the fourteen paired, interdependent sister cities. Rapid population growth in urban areas has resulted in unplanned development, greater demand for land and energy, increased traffic congestion, increased waste generation, overburdened or unavailable waste treatment and disposal facilities, and more frequent chemical emergencies. Rural areas suffer from exposure to airborne dust, pesticide use and inadequate water supply and waste treatment facilities, among other things. Water quality, air quality, and other natural resources have been adversely impacted.

Border residents suffer disproportionately from many environmental health problems, including water-borne diseases such as hepatitis A and respiratory problems such as asthma. The elderly and children are most at risk. Tribal communities and residents of some unincorporated communities also are at greater risk because of inadequate or non-existent water supplies.



A New Approach

In response to these grave environmental and public health problems, the new 10-year Border 2012 Program is being launched by the U.S. Environmental Protection Agency (EPA) and Mexico's *Secretaría de Medio Ambiente y Recursos Naturales* (SEMARNAT, or Secretariat of Environment and Natural Resources), in partnership with other federal agencies (including the U.S. Department of Health and Human Services and its Mexican counterpart, *Secretaría de Salud*) and with the active participation of the ten border states and U.S. tribal governments.

Border 2012 emphasizes a bottom-up, regional approach, anticipating that local decision-making, priority-setting, and project implementation will best address environmental issues in the border region. It brings together a wide variety of stakeholders to produce prioritized and sustained actions that consider the environmental needs of the different border communities. *SEE NEW APPROACH, PAGE 13.*

Border 2012 aims to achieve concrete, measurable results while maintaining a long-term vision and transparency to the public. Progress will be measured through environmental and public health indicators.

To achieve program goals, Border 2012 will use a variety of tools. *SEE OPPOSITE PAGE.* These tools have been identified to underscore their importance, but the list is not meant to be all-inclusive.

Border 2012 Goals

Goal #1

Reduce water contamination

Goal #2

Reduce air pollution

Goal #3

Reduce land contamination

Goal #4

Reduce exposure, particularly children's exposure, to pesticides

Goal #5

Reduce exposure to chemicals as a result of accidental chemical releases and/or acts of terrorism

Border 2012 Tools

Pollution Prevention Techniques

Public Health Interventions

Sustainable Management of Water Resources

Environmental Information

Regulation and Policy Development

Cooperative Enforcement and Compliance Assistance

Environmental Education and Training

Infrastructure Planning and Development

Coordinating Bodies

The EPA and SEMARNAT National Coordinators will provide leadership for the three types of coordinating bodies (Regional Workgroups, Border-wide Workgroups and Policy Forums) and their respective Task Forces. Each of these bodies will work on border issues bringing to bear their diverse but complementary perspectives.

All of the coordinating bodies will have broad-based stakeholder participation by including non-government or community-based organizations, private sector representatives, academic institutions, local, state, and tribal representatives, binational organizations and organizations with expertise in a particular media or geographic area. *SEE ORGANIZING FOR SUCCESS, PAGE 19.*

How to Submit Comments in the United States

You can direct your comments and opinions about the contents of this document to the EPA Border Offices:

letter	EPA El Paso Border Office 4050 Rio Bravo, Suite 100 El Paso, TX 79902	EPA San Diego Border Office 610 West Ash St., Suite 905 San Diego, CA 92101
fax	Fax: (915) 533-2327	Fax: (619) 235-4771
internet	www.epa.gov/usmexicoborder	

*If you have any questions or comments on specific projects or environmental issues in your state or community, please contact your respective state environmental agency.
SEE PAGE 26.*

Providing Information to the Public

To ensure transparency and foster information exchange, all meetings of Workgroups and Task Forces will be held in communities within the U.S.-Mexico border region and will be open to the public.

Meeting notices will be provided 45 days in advance. Meeting locations will alternate between the United States and Mexico, and discussions will be simultaneously translated into English and Spanish. Agendas and meeting results will be made available in English and Spanish, and will be widely disseminated.

Implementation reports will be prepared every two years. A progress report will be released in November 2007. A final report on Border 2012 will be available by October 2012. *SEE REPORTING RESULTS, PAGE 24.*

All coordinating bodies will disseminate information regarding their activities and project progress through border Web sites and list services, local media and public meetings, as well as by participating in environmental fairs and environmental education programs.

How to Submit Comments in Mexico

You can direct your comments and opinions about the contents of this document to the national program coordinator:

carta	Lic. Hugo Guzmán Sandoval Coordinador Nacional por México Unidad Coordinadora de Asuntos Internacionales Av. San Jeronimo 458 Col. Jardines del Pedregal A. Obregon C.P. 01900, D.F.
fax	52 (55) 54 90 2194
internet	www.semarnat.gob.mx

If you have any questions or comments on specific projects or environmental issues in your state or community, please contact your respective state environmental agency, or the federal delegations of SEMARNAT in each Mexican border state. SEE PAGE 26.

II. BACKGROUND

The 1983 La Paz Agreement¹ between the U.S. and Mexican governments is the basis for the Border 2012 Program.

The La Paz Agreement defined the U.S.-Mexico border region as extending more than 3,100 kilometers (approximately 2,000 miles) from the Gulf of Mexico to the Pacific Ocean, and 100 kilometers (approximately 62.5 miles) on either side of the border. The binational border region contains multiple jurisdictions including states, local governments and U.S. tribes, with complex legal and regulatory programs.

Geography

The border region includes large deserts, numerous mountain ranges, shared rivers, remnant wetlands, large estuaries, aquifers, national parks and protected areas.

The region also has a variety of climates, ranging from Mediterranean conditions in the Tijuana-San Diego area to desert lands in Arizona-Sonora, New Mexico-Chihuahua, and Texas. This climatic variety supports a remarkable biological diversity, including many rare and endemic species. Over 700 species of neo-tropical birds migrate through the region annually. Stark natural beauty and unique history can be appreciated within the region's many national parks and protected areas.

Rapid Population Growth

Today, the border region is also home to more than 11.8 million people, with approximately 6.3 million in the United States and 5.5 million in Mexico².

11.8 million border residents will increase to 19.4 million in 2020.

Projected population growth rates in the border region exceed anticipated national average growth rates (in some cases higher than 40%) for each country. If current trends continue, the border population is expected to increase by 7.6 million people by 2020².

Approximately 90 percent of the population resides in fourteen paired sister cities. The remainder live in small towns or rural communities.

There are 26 U.S. federally recognized Native American tribes in the border region, which range from 9 to 17,000 members. These tribes share extensive family and cultural ties to indigenous communities in Mexico.

¹ The Agreement on Cooperation for the Protection and Improvement of the Environment in the Border Area (La Paz Agreement), signed by Presidents Reagan and De la Madrid in La Paz, Mexico in 1983, empowers the federal environmental authorities to undertake cooperative initiatives. The agreement is implemented through multi-year binational programs, and governs binational cooperation during periods when one multi-year plan has ended and its successor is being created.

² Southwest Center for Environmental Research and Policy (SCERP) Monograph #1 "The US-Mexican Border" (SDSU2000).

Urban populations along the border have increased significantly over the past 20 years, due in part to the *maquiladora* program, implemented in 1965, which provided economic incentives to foreign (mostly U.S.-owned) assembly plants located in the border region. The rate of industrial development increased further after the signing of the 1992 North American Free Trade Agreement³ (NAFTA) and its implementation. About 1,700 plants operated in Mexico in 1990. By 2001, that figure had more than doubled to nearly 3,800 *maquiladora* plants, 2,700 of which were in the border states.

**2,700 maquiladoras
(foreign owned assembly
plants) operated in the
border states in 2002.**

³ The 1992 North American Free Trade Agreement (NAFTA) removed most barriers to trade and investment among the United States, Canada, and Mexico. Increased development and trade activity associated with NAFTA caused new and intensified environmental pressures on both U.S. borders. Canada, Mexico and the United States created the international Commission for Environmental Cooperation (CEC) to address regional environmental concerns, help prevent potential trade and environmental conflicts, and promote environmental law enforcement. The Border Environment Cooperation Commission (BECC) and the North American Development Bank (NADBank), created in 1993 by the United States and Mexico, address other environmental impacts of NAFTA including needed infrastructure.

U.S. Tribes in the Border Region

Barona Band of Mission Indians

Campo Band of Mission Indians

**Capitan Grande Band of Mission
Indians**

Cocopah Indian Tribe

Cuyapaipe Band of Mission Indians

Fort Yuma Quechan Tribe

Inaja-Cosmit Reservation

Jamul Indian Village

Kickapoo Traditional Tribe of Texas

La Jolla Band of Luiseno Indians

La Posta Band of Mission Indians

Los Coyotes Reservation

Manzanita Band of Mission Indians

Mesa Grande Band of Mission Indians

Pala Band of Mission Indians

Pascua Yaqui Tribe

Pauma Band of Mission Indians

Pechanga Band of Mission Indians

Rincon Band of Mission Indians

San Pasqual Band of Mission Indians

Santa Ysabel

Sycuan Band of Mission Indians

Tohono O'odham Nation

**Torres-Martinez Desert Cahuilla Indian
Nation**

Viejas Band of Mission Indians

Ysleta del Sur Pueblo

Compared to other regions in Mexico, the border region has a very low unemployment rate and high wages. While economic growth has contributed to employment, the region's infrastructure has not kept pace. As a result, natural resources are strained and the environment and public health are adversely affected on both sides of the border.

Environmental Degradation in both Urban and Rural Areas

Rapid population growth in urban areas has resulted in unplanned development, greater demand for land and energy, traffic congestion, increased waste generation, overburdened or unavailable waste treatment and disposal facilities, and increased frequency of chemical emergencies. Water quality, air quality, and natural resources also have been adversely impacted.

Water is the most limited natural resource.

Water is the most limited resource in this primarily arid region. Surface and groundwater resources are threatened by contamination, including agricultural runoff, industrial discharge, and raw sewage. Increasing demand for water has led to the overuse of aquifers. Inadequate water supply and inefficient use of water could limit future regional development.

Rural communities along the border are confronted with a host of environmental problems, including illegal dumping, degradation of natural resources, pollution from agricultural activities and illegal extraction of endemic and endangered species.

Environmental Health Problems

The elderly and children are particularly at risk

As a result of regional environmental degradation, some border residents suffer disproportionately from many environmental health problems, including water borne diseases (such as hepatitis A) and respiratory diseases (such as asthma). These health problems can be related to air pollution, inadequate water and sewage treatment, and improper management of toxic, hazardous and solid wastes, and pesticides. The elderly and children are especially at risk. Tribal communities and residents of some unincorporated communities are also at greater risk, as they are more likely to have inadequate water supply and treatment systems.

Recognizing these environmental and public health problems, the United States and Mexico have agreed to act jointly to address them, consistent with environmental protection, conservation and sustainable development principles.

III. A NEW APPROACH

In the final year of the five-year Border XXI Program (1996-2000), EPA and SEMARNAT discussed ways to improve binational environmental planning efforts in the border region with state and tribal governmental partners and local community stakeholders.

Based on this input, the 10-year Border 2012 Program is being launched by EPA and SEMARNAT in partnership with other federal agencies (including the U.S. Department of Health and Human Services and its Mexican counterpart, *Secretaría de Salud*), the ten border-state governments, and U.S. tribal governments.

Border 2012 emphasizes a bottom-up approach, anticipating that local decision making, priority-setting, and project implementation will best address environmental issues in the border region. The Border 2012 Program has evolved from previous programs (such as the Integrated Border Environmental Plan and Border XXI). Under the Border XXI program, nine workgroups focused on particular environmental programs, such as air quality or water quality. The Border 2012 program creates regionally focused workgroups to facilitate active participation of local communities, local governmental agencies, and U.S. tribes. It also builds upon historic and current agreements of the International Boundary and Water Commission (IBWC), and on the work of NAFTA institutions, such as the North American Commission for Environmental Cooperation (CEC), the Border Environment Cooperation Commission (BECC), and the North American Development Bank (NADBank).

Although actions for the management and preservation of natural resources are not directly addressed in the proposed Border 2012 Program, the program will be supplemented by other bilateral instruments and mechanisms. Actions will be coordinated and developed in parallel to the Border 2012 Program by authorities responsible for managing and protecting natural resources.

The Border 2012 Program emphasizes a bottom-up approach, concrete measurable results, public participation, transparency, and timely access to information.

IV. ACHIEVING RESULTS

The following program goals and objectives were identified to meet the most serious environmental and environmentally related public health challenges in the border region.

While these objectives are not environmental indicators, they may closely relate to the indicators being developed separately. Environmental indicators can help

Environmental indicators are measurements that track environmental conditions over time.

both residents and decision-makers understand current conditions and learn if efforts to improve them are effective.

Many of these objectives are for the first five years of Border 2012. In these instances, revised objectives will be proposed at the five-year evaluation of program progress. These objectives will guide the plans of the coordinating bodies. Although some regional efforts may not directly work to meet these objectives, they will support the overall goals and meet guidelines specified by the National Coordinators.

A. Goals and Measurable Objectives

GOAL #1 REDUCE WATER CONTAMINATION

- OBJECTIVE 1 By 2005, increase by 1.5 million the number of people connected to potable water and wastewater collection and treatment systems.
- OBJECTIVE 2 By 2012, assess significant shared and transboundary surface waters and achieve a majority of water quality standards currently being exceeded in those waters.
- OBJECTIVE 3 By 2005, reduce by 10% the number of days per year of public health advisories in coastal border waters.
- OBJECTIVE 4 By 2005, assess the water system conditions in 10% of the existing water systems in the border cities to identify opportunities for improvement in overall water system efficiencies.

GOAL #2 REDUCE AIR POLLUTION

- OBJECTIVE By 2012 or sooner, reduce air emissions, as much as possible, toward attainment of national ambient air quality standards and reduce exposure in the border areas.
- OBJECTIVE 1 By the year 2003, define baseline and alternative scenarios for emissions reduction along the border area, and their impacts on air quality and human exposure.
INTERIM
- OBJECTIVE 2 By the year 2004, based on results from subobjective #1, define specific emission reductions strategies and air quality and exposure goals to be achieved in the border region by 2012.
INTERIM

GOAL #3 REDUCE LAND CONTAMINATION

- OBJECTIVE 1 By 2006, increase by 50% the number of industries along the U.S.-Mexico border implementing voluntary compliance and/or self-audits (such the development of an EMS or participation in voluntary assessment programs), using 2003 as a baseline year.

- OBJECTIVE 2** By 2004, identify needs, reforms, and strategies to improve management capacity, regulatory compliance, and pollution prevention as they pertain to hazardous and solid waste and toxic substances along the U.S.-Mexico border. The U.S. and Mexican hazardous waste tracking systems will be linked and updated to facilitate the implementation of this objective.
- OBJECTIVE 3** By 2010, clean up three of the largest sites that contain abandoned waste tires in the U.S.-Mexico border region, based on policies and programs developed in partnership with local governments.
- OBJECTIVE 4** By 2004, develop a binational cleanup, reuse, and revitalization policy to address abandoned waste sites along the border. By 2007, this policy will be applied at least once in each Workgroup region.
- GOAL #4 REDUCE EXPOSURE, PARTICULARLY CHILDREN'S EXPOSURE, TO PESTICIDES,**
- OBJECTIVE 1** By 2007, train 36,000 farmworkers on pesticide risks and safe handling, including ways to minimize exposure for families and children.
- GOAL #5: REDUCE EXPOSURE TO CHEMICALS AS A RESULT OF ACCIDENTAL CHEMICAL RELEASES AND/OR DELIBERATE ACTS OF TERRORISM.**
- OBJECTIVE 1** By 2004 have a clearly established chemical emergency advisory/notification mechanisms between Mexico and the United States.
- OBJECTIVE 2** By 2008, have all 14 sister cities joint contingency plans in place and operating (including exercises), with the establishment of binational committees for chemical emergency prevention (or similar border forums).
- OBJECTIVE 3** By 2012, 50% of sister city joint contingency plans would have been supplemented with preparedness and prevention related efforts, such as risk and consequence analysis; risk reduction, and counter-terrorism.

As noted in the mission of Border 2012, protection of public health is an integral part of the program, and it must figure prominently in development of program goals and objectives. Toward that end, representatives from state environmental and health agencies, as well as EPA, HHS, SEMARNAT and *Salud*, are working to improve the capacity of state, tribal, and local health and environmental agencies to conduct surveillance, monitoring, and research on the relationship

between human health and environmental exposures; to deliver environmental health intervention, prevention, and educational services; and to enhance public awareness and understanding of environmental exposure conditions and health problems. These agencies will explore binational and border-wide priority areas in an effort to better define environmental health-related goals and objectives.

B. Border 2012 Tools

To achieve these goals, the Border 2012 Program will use a variety of tools. The following list of tools has been identified to underscore their importance, but is not meant to be all-inclusive:

Pollution Prevention Techniques

Pollution prevention should be a key component of all environmental media programs (i.e., air, water, hazardous and solid waste). Pollution prevention techniques can include:

- **CAPACITY BUILDING:** Identify training needs and support training efforts that address these needs. An example is providing training to industry on efficient and cost-effective methods of reducing volatile organic compound (VOC) emissions from process operations.
- **TECHNICAL ASSISTANCE:** Provide site-specific technical assistance. An example is conducting voluntary multi-media site assessments to identify cost-effective pollution prevention opportunities.
- **PROMOTE ENVIRONMENTAL STEWARDSHIP:** Support projects that promote good stewardship and responsibility. An example is to conduct and promote Environmental Management System (EMS) training for industry, governments, and others.

Public Health Interventions

Mechanisms among federal, state, local and U.S. tribal agencies will be developed to reduce exposure to environmental contaminants and to alert residents to possible exposure. Examples include developing innovative health education techniques, providing community training and other environmental health outreach efforts.

Sustainable Management of Water Resources⁴

Available tools could include an analysis of the links between water quality and quantity, studies of ground water availability, improved measurement of surface flows, removal of invasive species, and increased efficiency measures.

⁴ Water quantity issues are under the jurisdiction of the U.S. states, the International Boundary and Water Commission (IBWC), the Bureau of Reclamation in the United States, and the National Water Commission in Mexico.

Environmental Information

Collection, management and exchange of environmental data are essential to effective environmental management. Some examples include harmonizing binational environmental protocols or information management systems (i.e., hazardous waste tracking systems) and developing effective data collection and information exchange mechanisms between Border 2012 coordinating bodies and border stakeholders.

Regulation and Policy Development

Complex environmental problems sometimes will require regulation and/or policy development. Examples include the development of domestic or binational policies to address used tire piles along the border (working with tire manufacturers and vendors) and the development or strengthening of regulations to improve wastewater reuse.

Cooperative Enforcement and Compliance Assistance

Effective enforcement and compliance assistance requires constant and sustained coordination among governmental agencies on both sides of the border. One important tool is capacity building to establish and implement effective enforcement and compliance programs. Examples include training of customs officials to spot suspect shipments of transboundary waste, and providing assistance to importers of hazardous waste to ensure compliance with federal and state waste management regulations.

Environmental Education and Training

An important part of sustainable development is educating communities on environmental risks and actions to reduce such risks. One example is to provide continued environmental training to teachers.

Infrastructure Planning and Development

Important environmental infrastructure projects can be advanced from the planning stages to full implementation by optimizing the use of resources from state, federal, and local agencies, and from the BECC and NADBank.

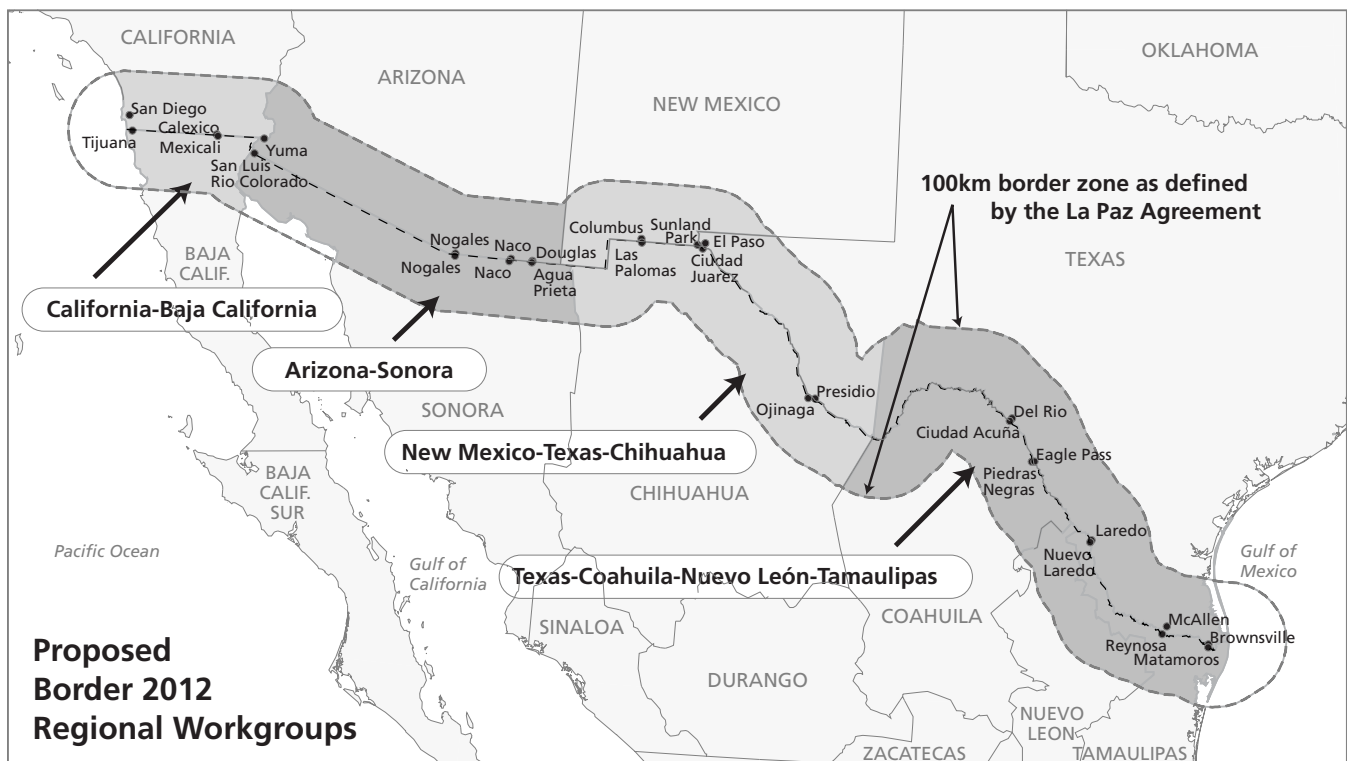
V. REGIONAL ISSUES

Each of the four border regions under Border 2012 face different environmental and environmentally-related public health issues.

The leadership of the proposed Regional Workgroups will identify regional environmental issues for input during public outreach meetings to be held in the fall of 2002. In addition, these public meetings will provide an opportunity for people in regional communities to discuss local issues of importance from their perspective. Based on the outcome of these meetings, the Regional Workgroups will develop specific plans for the next two years and in two-year cycles thereafter. These plans will identify projects and propose Task Forces.

Some examples of important environmental issues previously identified by the public include:

In the **CALIFORNIA-BAJA CALIFORNIA** region, issues of concern include air quality (e.g., particulate matter in Imperial Valley-Mexicali), water supply and sanitation, hazardous waste management, and cross-border emergency response capability.



In the **ARIZONA-SONORA** region, issues of concern include inadequate waste water and drinking water infrastructure, illegal dumping, and air quality in Ambos Nogales.

In the **NEW MEXICO-TEXAS-CHIHUAHUA** region, issues of concern include water supply and water quality, air quality, management of scrap tires, and hazardous waste management.

In the **TEXAS-COAHUILA-NUEVO LEÓN-TAMAULIPAS** region, issues of concern include water supply, hazardous waste and hazardous materials management, and provision of wastewater and drinking water infrastructure.

VI. ORGANIZING FOR SUCCESS

EPA and SEMARNAT National Coordinators will provide leadership for the three types of coordination bodies (Regional Workgroups, Border-wide Workgroups and Policy Forums) and for their respective Task Forces. Each of these bodies will work on border issues bringing to bear their diverse but complementary perspectives.

A. National Coordinators

Consistent with the requirements of the La Paz Agreement, Border 2012 has two designated National Coordinators – one from the United States and one from Mexico. The National Coordinators are federal-level representatives of EPA and SEMARNAT, respectively.

The National Coordinators manage overall program implementation, and will ensure cooperation, coordination and communication among all coordinating bodies. Although the coordinating bodies will have autonomy, the National Coordinators will ensure overall progress toward program goals, focusing on **binational** and **transboundary** environmental and public health issues consistent with the program's Guiding Principles.

Based on an assessment of needs, and with guidance from program partners, the National Coordinators may create additional coordinating bodies to address short or long-term, solution-oriented initiatives (such as integration of data/information). The National Coordinators also will ensure consideration of important cross cutting issues that are not addressed by any formal coordinating body.

B. Regional Workgroups

Regional Workgroups are the foundation of the Border 2012 Program, coordinating activities at the regional level and supporting the efforts of local Task Forces. They will be **multi-media** and **geographically-focused**, emphasizing **regional** public health and environmental issues. Four binational Workgroups will be established in the following regions:

California-Baja California

Arizona-Sonora

New Mexico-Texas-Chihuahua

Texas-Coahuila-Nuevo León-Tamaulipas

In addition to general roles and responsibilities described in Section F, the Regional Workgroups will:

- Identify and prioritize regional environmental issues;
- Recommend issues beyond regional scope to be addressed by Border-wide Workgroups and/or Policy Forums; and
- Work with border-wide bodies to address those issues.

Each Regional Workgroup will have one state and one federal co-chair from each country. Regional Workgroups will be broad-based and will include representatives from local communities from both sides of the border, as well as from binational organizations such as BECC, NADBank, IBWC, non-governmental and community-based organizations, academic institutions, and the private sector. In addition, Regional Workgroups will include relevant federal, state, local, and tribal government agencies, including representatives from environment, health, natural resource, and emergency response agencies.

C. Border-wide Workgroups

Border-wide Workgroups will concentrate on issues that are **multi-regional**, (identified as a priority by two or more regional workgroups) and **primarily federal in nature** (requiring direct, high-level, and sustained leadership by federal program partners in the United States and Mexico). For example, cross-border emergency response requires the consistent application of a common protocol to ensure that effective actions are taken. Development and communication of this protocol is a clear federal role, which confirms the need for a Border-wide Workgroup.

Three Border-wide Workgroups will have a federal co-chair from the United States and Mexico and will address the following topics:

Environmental Health

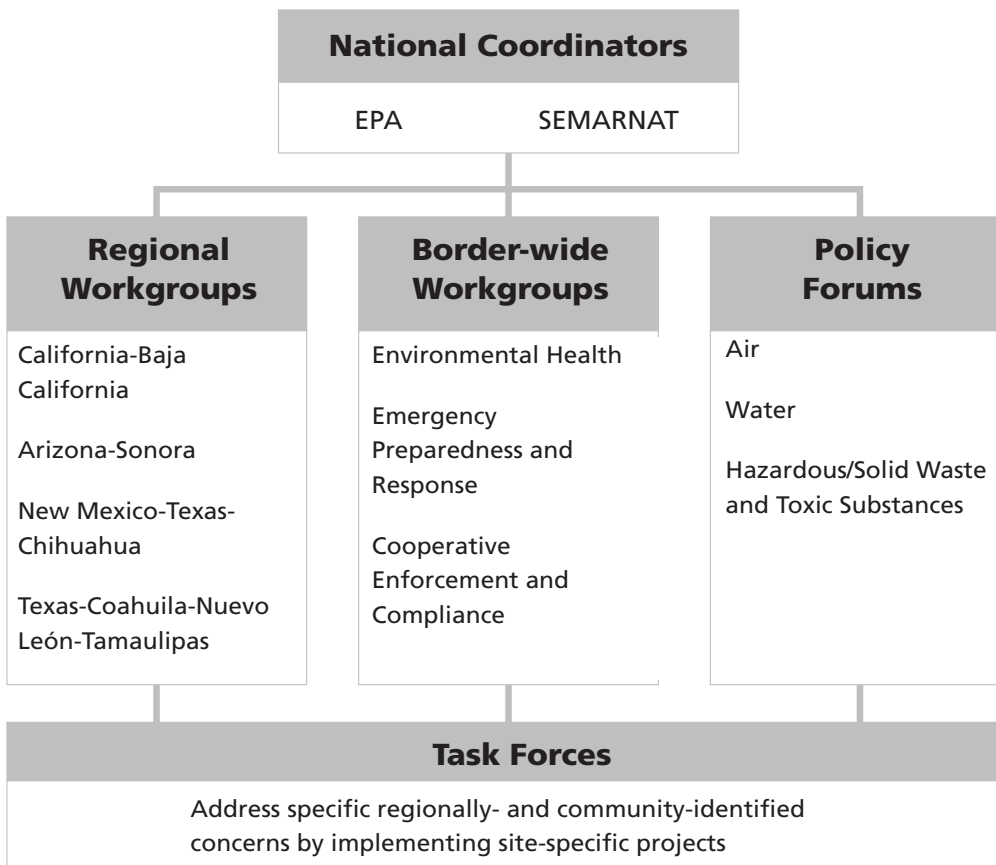
Emergency Preparedness and Response

Cooperative Enforcement and Compliance

In addition to the general roles and responsibilities described in Section F, the Border-wide Workgroups will:

- Identify and prioritize border-wide/transboundary issues; and
- Implement programs and projects to address priority border-wide issues.

Border-wide Workgroups will have broad-based stakeholder participation and will include non-governmental and community-based organizations, academic institutions, local, state, and tribal representatives, and binational organizations from both countries with expertise in the given workgroup's subject area.



D. Policy Forums

Policy Forums will have a **media-specific focus** and will concentrate on **broad policy issues** that require an ongoing dialogue between both countries.

Three Policy Forums will be established to address policy issues and provide technical assistance to the Regional and Border-wide Workgroups in the following areas:

Air

Water

Hazardous Waste, Solid Waste and Toxic Substances

In addition to the general roles and responsibilities described in Section F, the Policy Forums will:

- Identify and prioritize border-wide, binational, federal policy issues;
- Address and resolve border-wide policy issues; and
- Target resources for regionally-based projects (emphasizing pollution prevention).

Each Policy Forum will have a federal co-chair from the United States and Mexico. The co-chairs will be located at EPA and SEMARNAT headquarters in Washington, D.C. and Mexico City, respectively, where they can most effectively influence national policy. Policy Forums will be guided by the priorities of their respective nations and by the policy needs identified by the Regional and Border wide Workgroups. Policy Forums may elect to address policy issues through Task Forces and/or project-level efforts.

Policy Forums will benefit from broad-based stakeholder input by including non governmental and community-based organizations, academic institutions, local, state, and tribal representatives, and binational organizations from both countries with expertise in the given workgroup's subject area. As a means of ensuring coordination with Regional and Border-wide Workgroups, Policy Forum representatives will include as many representatives from these bodies as is feasible.

E. Task Forces

The coordinating bodies may create Task Forces to address specific regionally and community-identified concerns and to implement site-specific projects. Task Forces will be led by a team leader from each country. Team leaders may be from any sector of government (including tribal governments), from the private sector, from academia, or from non-governmental organizations.

Task Force representation will be based on the specific issue(s) or local initiative(s) being addressed, but they will be as representational as possible, including interested local communities; relevant local, state, federal and tribal governments;

binational organizations, non-governmental and community-based organizations, academic institutions, and the private sector as appropriate.

F. Responsibilities of the Coordinating Bodies

In support of the Guiding Principles (*SEE GUIDING PRINCIPLES, PAGE 3*), the coordinating bodies will:

- Identify and build consensus on respective priorities;
- Identify Task Forces, including leadership;
- Ensure adequate representation of stakeholders in order to plan and implement projects;
- Develop budgets and identify potential funding sources for Task Force efforts;
- Support development of indicators given the availability of adequate resources;
- Collect data to monitor progress of activities;
- Leverage resources to achieve program goals;
- Meet a minimum of once per calendar year;
- Manage organizational and logistical aspects of meetings (e.g., develop agendas and schedules, secure meeting venues, provide translation services, etc.);
- Facilitate communication among coordinating bodies to avoid duplication of efforts; and
- Operate under guidance from and report on progress to the National Coordinators.

Providing Information to the Public

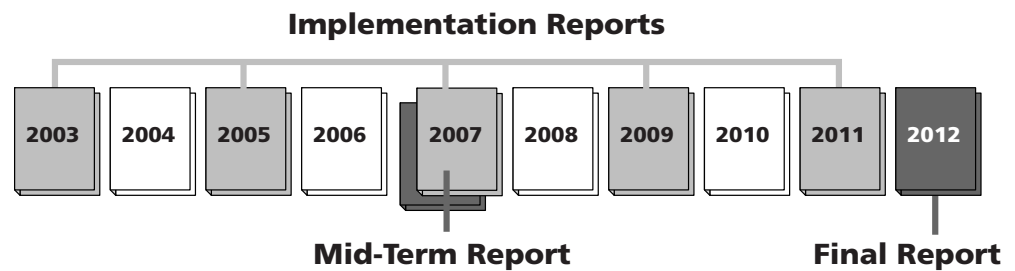
The coordinating bodies will facilitate stakeholder participation and encourage open dialogue. All meetings will be held in communities within the U.S.-Mexico border region and will be open to the public. Meeting notice will be provided at least 45 days in advance. Meeting locations will alternate between the United States and Mexico and the meetings will include simultaneous interpretation. Agendas and meeting results will be provided in English and Spanish and will be widely disseminated.

To ensure transparency and foster information exchange, the coordinating bodies will disseminate information regarding their activities and progress on specific projects by posting information to Web sites and list services, through print media and public meetings, as well as by participating in environmental fairs and environmental education programs.

VII. REPORTING RESULTS

A. Implementation Reports

A report describing the status of current and proposed activities of all coordinating bodies under the Border 2012 Program will be prepared every two years, and will be made publicly available through Internet postings and/or other available media.



B. Progress Reports

Comprehensive reports describing program progress on meeting the overarching goals and objectives of the Border 2012 Program, including environmental indicators, will be available through Internet postings and other available media. A mid-term progress report will be prepared by November 2007, and a final report will be completed by October 2012.

LIST OF ACRONYMS

BANDAN	<i>Banco para el Desarrollo de América del Norte</i> (see NADBank)
BECC	<i>Border Environment Cooperation Commission</i> (see COCEF)
CCA	<i>Comisión para la Cooperación Ambiental de América del Norte</i> (see CEC)
CEC	North American Commission for Environmental Cooperation (see CCA)
CILA	<i>Comisión Internacional de Límites y Aguas</i> (see IBWC)
COCEF	<i>Comisión de Cooperación Ecológica Fronteriza</i> (see BECC)
EPA	U.S. Environmental Protection Agency
EMS	Environmental Management System
IBWC	International Boundary and Water Commission (see CILA)
NADBank	North American Development Bank (see BANDAN)
NAFTA	North American Free Trade Agreement (see TLC)
SCERP	Southwest Center for Environmental Research and Policy
SEMARNAT	<i>Secretaría de Medio Ambiente y Recursos Naturales</i> (Mexico's Secretariat for the Environment and Natural Resources)
TLC	<i>Tratado de Libre Comercio</i> (see NAFTA)

DIRECTORY OF CONTACTS

The following contacts can provide information on environmental issues and activities in their respective states and regions. *However, all comments on the draft Border 2012 document should be directed to the addresses provided on pages 8 and 9.*

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